2013 DRAFTING REQUEST

Bill								
Received: 2/17/2014		//2014			Received By: mshovers			
Wante	d:	As time perm		mits		Same as LRB:		
For:	For: Joan Ballweg		weg (608) 2	g (608) 266-8077		By/Representing:	Jen@ Sen. Tit	ffany's office
May C	ontact:	Anna Hei	nning, Larr	ng, Larry Konopacki		Drafter:	mshovers	
Subject: Local Gov't - counties Local Gov't - munis generally					Addl. Drafters:	agary btradewe		
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Submit via email: Requester's email: Carbon copy (CC) to:			_	allweg@legis er.Esser@leg				
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LRB-4292 2/26/2014 11:06:21 AM

Page 2

Vers. Drafted

Reviewed

Typed

Proofed

Submitted 2/26/2014

<u>Jacketed</u> 2/26/2014

Required S&L

FE Sent For:

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<END>

2013 DRAFTING REQUEST

Bill								
Received:	2/17/201	2/17/2014			Received By:	mshovers		
Wanted:	As time	As time permits			Same as LRB:			
For:	r: Joan Ballweg (608) 266-8077				By/Representing:	Jen@ Sen. Tiff	any's office	
May Contac	et: Anna H	Anna Henning, Larry Konopacki			Drafter:	mshovers		
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Nonmetall	ic mining, d	iminishing ass	set rule					
assets rule	ed. Assemb	oly compnaion 19 (LRB -3146 etallic mining	for LRB -407 5); also apply t	2/3. Base the rule to	ed on the codificat all non-zoning po	ion of the diminis lice power ordina	shing nces	
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mbarman

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2/26/2014 9:08:41 AM Page 2

Submitted 2/26/2014 **Proofed Typed** Reviewed Vers. Drafted

<u>Jacketed</u>

Required S&L

FE Sent For:

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Re-Submitted Via e-mail

2013 DRAFTING REQUEST

Bill								
Received: 2/17/2014			L 4			Received By:	mshovers	
Wanted: As time perm			ermits			Same as LRB:		
For:		Joan Ball	weg (608) 2	66-8077		By/Representing:	Jen@ Sen. Tif	fany's office
May C	Contact:	Anna Her	nning, Larr	y Konopacki		Drafter:	mshovers	
Subject: Local Gov't - counties Local Gov't - munis generally					Addl. Drafters:	agary btradewe		
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FE Sent For:

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2013 DRAFTING REQUEST

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Received:

2/17/2014

Received By:

mshovers

Wanted:

As time permits

Same as LRB:

For:

Joan Ballweg (608) 266-8077

By/Representing: Jen@ Sen. Tiffany's office

May Contact: Anna Henning, Larry Konopacki

Drafter:

mshovers

Addl. Drafters:

agary btradewe

Subject:

Local Gov't - counties

Local Gov't - munis generally

Nat. Res. - miscellaneous Transportation - other

Extra Copies:

EVM

Submit via email:

YES

Requester's email:

Rep.Ballweg@legis.wisconsin.gov

Carbon copy (CC) to:

Jennifer.Esser@legis.wisconsin.gov

Pre Topic:

No specific pre topic given

Topic:

Nonmetallic mining, diminishing asset rule

Instructions:

See attached. Assembly compnaion for LRB -4072/3. Based on the codification of the diminishing assets rule from SB 349 (LRB -3146); also apply the rule to all non-zoning police power ordinances as they relate to nonmetallic mining

Drafting History:

Vers. Drafted

Reviewed

Proofed

Submitted

Jacketed

Required

mshovers

FE Sent For:

Shovers, Marc

From:

Esser, Jennifer

Sent:

Monday, February 17, 2014 3:11 PM

To:

Shovers, Marc

Cc:

Williams, Vincent

Subject:

FW: Draft review: LRB -4072/3 Topic: Nonmetallic mining, diminishing asset rule

Attachments:

13-4072/3.pdf

Hi Marc,

Can you please do an Assembly companion for Joan Ballweg asap? Many thanks.

We're going to introduce these Wed.

Best and thanks for all the help,

Jen

From: LRB.Legal

Sent: Monday, February 17, 2014 12:51 PM

To: Esser, Jennifer

Subject: Draft review: LRB -4072/3 Topic: Nonmetallic mining, diminishing asset rule

Draft Requester: Sen. Thomas Tiffany

Following is the PDF version of draft LRB -4072/3.



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State of Misconsin 2013 - 2014 LEGISLATURE

HES/RCT/ARG:kjf&wlj:rs

2013 BILL



AN ACT to renumber and amend 59.69 (10) (ab), 60.61 (5) (ab), 62.23 (7) (ab) and 295.20 (2) (a); to amend 84.06 (12) (b) (intro.), 85.193 (2) (intro.), 295.20 (1) (a) 2., 295.20 (2) (title), 295.20 (2) (b) and 295.20 (3) (a); and to create 59.69 (10) (ab) 1., 59.69 (10) (as), 60.61 (5) (ab) 1., 60.61 (5) (as), 62.23 (7) (ab) 1., 62.23 (7) (hs), 66.0416, 85.193 (3) and 295.20 (2) (a) 2. of the statutes; relating to: local regulation of nonmetallic mining and preservation of marketable nonmetallic mineral deposits.

Analysis by the Legislative Reference Bureau

Zoning

Under current law, a political subdivision (a city, village, town that is authorized to exercise village powers, or county) is authorized to enact zoning ordinances that regulate and restrict the height, number of stories, and size of buildings and other structures, the percentage of lot that may be occupied, the size of yards and other open spaces, the density of population, the location and use of buildings, structures, and land for various purposes, and the areas in which agriculture, industry, mining, and other activities may be conducted. If a county has a county zoning ordinance, current law requires that before a town that is authorized to exercise village powers may enact or amend a zoning ordinance, the town must obtain county board approval. Similar authority to zone may be exercised by towns

that are not authorized to exercise village powers (limited towns) if certain conditions are met, including a situation under which the town is located in a county that does not have a county zoning ordinance and the county fails to enact such an ordinance after the town petitions the county to do so.

Also under current law, a zoning ordinance enacted by a political subdivision or limited town may not prohibit the continued lawful use of any building, premises, structure, or fixture for any trade or industry for which the building, premises, structure, or fixture is used when the ordinance takes effect, although in limited towns such an ordinance may prohibit the alteration of, or addition to, any existing building, premises, structure, or fixture that is used to carry on an otherwise prohibited trade or industry within the area that is subject to the ordinance (district).

In political subdivisions, the alteration of, addition to, or repair in excess of 50 percent of the assessed value of any existing building, premises, structure, or fixture to carry on any prohibited trade or industry within the district may be prohibited. Generally, if such a nonconforming use of a building, premises, structure, or fixture is discontinued for 12 months, any future use of the building, premises, structure, or fixture must conform to the political subdivision's zoning ordinance. Under county law, the continued use of a nonconforming temporary structure may be prohibited.

Under a current decision of the Wisconsin Supreme Court, Zwiefelhofer v. Town of Cooks Valley, 338 Wis. 2d 488 (2012), the court held that a town ordinance enacted under its police power, which regulated nonmetallic mining in the town, did not require county board approval because the ordinance enacted by the town was not a zoning ordinance. Because the town of Cooks Valley was authorized to exercise village powers, its zoning ordinances must be approved by the county board. The court stated that although the exercise of zoning authority is carried out under the town's police power, not all ordinances enacted under the police power are zoning ordinances. The court further held that although the town's nonmetallic mining ordinance had some similarities to a zoning ordinance, many traditional characteristics of a zoning ordinance were not present. Therefore, according to the court, the town of Cooks Valley's ordinance was a valid exercise of its police power, was not a zoning ordinance, and did not require county board approval.

Diminishing asset rule

Under the bill, a zoning ordinance enacted by a political subdivision or limited town that became effective after nonmetallic mineral extraction began at a nonmetallic mining location (NMML), and which is more restrictive than the requirements of any ordinance that was in effect at the time nonmetallic mineral extraction began, or that imposes a new restriction, may not apply to or affect the continued extraction of a nonmetallic mineral from an NMML. The bill defines an NMML as land on which nonmetallic mining was occurring when nonmetallic mining became a nonconforming use, including land that is contiguous to such land if the contiguous land is under the common ownership or control of the person who owns or controls the land on which the mining was occurring. The bill specifies that such continued extraction from an NMML is considered an existing use and may not be considered an expansion of a nonconforming use. This provision codifies the diminishing asset rule, which has been adopted in a number of decisions of the

Wisconsin Court of Appeals, including the case of Schroeder v. Dane County Board of Adjustment, 228 Wis. 2d 324 (Ct. Apps. 1999), and further limits a political subdivision's or limited town's authority to enact an ordinance that applies to or affects nonmetallic mining.

Nonmetallic mineral mining

Also under this bill, if a political subdivision enacts an ordinance, other than a zoning ordinance, that applies to or affects nonmetallic mining, the diminishing assets rule applies to such an ordinance in areas where extraction was occurring at any time during the 365 days before the effective date of the local ordinance. In addition, if a political subdivision enacts or amends an ordinance, other than a zoning ordinance, the ordinance may not apply to or affect an existing off–site nonmetallic mineral processing facility or an existing off–site transportation facility that is related to nonmetallic mining, and the ordinance may not affect or apply to an activity other than nonmetallic mining. The bill does not affect a political subdivision's ability to exercise any current law authority to enact any ordinance unrelated to nonmetallic mining to the extent that such an ordinance has no regulative effect on nonmetallic mining.

Registered nonmetallic mineral deposits

Current law authorizes a person who owns land that has a marketable nonmetallic mineral deposit to register the land if nonmetallic mining is a permitted or conditional use under any zoning that is in effect on the day on which the person begins the registration process. A registration is valid for ten years and may generally be renewed for ten-year periods. Under current law, a political subdivision, through zoning or rezoning, granting a variance, or other official action or inaction, may generally not do either of the following:

- 1. Permit the erection of a building on registered land in a manner that would permanently interfere with the extraction of the nonmetallic mineral deposit.
- 2. Otherwise permit the use of registered land in a manner that would permanently interfere with the extraction of the nonmetallic mineral deposit.

The law authorizes a political subdivision to change the zoning of land that is registered if mining has not begun on any portion of the land and the zoning change is necessary to implement a land use plan that had been in effect for at least one year. The law also does not prohibit a use of land that is permissible under a zoning ordinance in effect before the land is registered.

Under this bill, a political subdivision, through the currently specified means or through enactment of an ordinance that is not a zoning ordinance, may generally not do any of the following:

- 1. Permit the erection of a building on registered land in a manner that would permanently interfere with the extraction of the nonmetallic mineral deposit.
- 2. Otherwise permit the use of registered land in a manner that would permanently interfere with the extraction of the nonmetallic mineral deposit.
- 3. Prevent the extraction of the nonmetallic mineral deposit that is located on registered land.

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Borrow sites and material disposal sites for DOT projects

Under current law, a "borrow site" is a site off of project property from which borrow is excavated for use in a Department of Transportation (DOT) transportation project. "Borrow" is soil or a mixture of soil, stone, gravel, or similar material for use as part of a DOT transportation project. A "material disposal site" is a site off of project property used for the lawful disposal of surplus materials from a DOT transportation project and that is controlled by the project contractor or subcontractor. If specified requirements are met, a local zoning ordinance may not apply to a borrow site or a material disposal site.

Under this bill, a political subdivision may not enact or enforce any ordinance, resolution, or other requirement, including a zoning ordinance, that applies to a borrow site or a material disposal site. The bill also requires DOT or its contractor to give notice to each county and municipality in which a borrow site or material disposal site is located that the borrow site or material disposal site has been established.

For further information see the *state and local* fiscal estimate, which will be printed as an appendix to this bill.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

SECTION 1. 59.69 (10) (ab) of the statutes is renumbered 59.69 (10) (ab) (intro.) and amended to read:

59.69 (10) (ab) (intro.) In this subsection "nonconforming:

2. "Nonconforming use" means a use of land, a dwelling, or a building that existed lawfully before the current zoning ordinance was enacted or amended, but that does not conform with the use restrictions in the current ordinance.

SECTION 2. 59.69 (10) (ab) 1. of the statutes is created to read:

59.69 (10) (ab) 1. "Nonconforming nonmetallic mining location" means land on which nonmetallic mining was occurring at any time during the 365 days before nonmetallic mining became a nonconforming use, including land that is contiguous to such land if the contiguous land is under the common ownership or control of the person who owns or controls the land on which the mining was occurring, and

includes leasehold interests, without regard to whether public or private roads or waterways run through the land.

SECTION 3. 59.69 (10) (as) of the statutes is created to read:

59.69 (10) (as) An ordinance enacted under this section, that became effective after nonmetallic mineral extraction began at a nonmetallic mining location, and which is more restrictive than the requirements of any ordinance in effect at the time nonmetallic mineral extraction began, or that imposes a new restriction, may not apply to or affect the continued extraction of a nonmetallic mineral from a nonconforming nonmetallic mining location. Such continued extraction from such a location shall be considered an existing use and may not be considered an expansion of a nonconforming use.

SECTION 4. 60.61 (5) (ab) of the statutes is renumbered 60.61 (5) (ab) (intro.) and amended to read:

60.61 (5) (ab) (intro.) In this subsection "nonconforming:

2. "Nonconforming use" means a use of land, a dwelling, or a building that existed lawfully before the current zoning ordinance was enacted or amended, but that does not conform with the use restrictions in the current ordinance.

SECTION 5. 60.61 (5) (ab) 1. of the statutes is created to read:

60.61 (5) (ab) 1. "Nonconforming nonmetallic mining location" means land on which nonmetallic mining was occurring at any time during the 365 days before nonmetallic mining became a nonconforming use, including land that is contiguous to such land if the contiguous land is under the common ownership or control of the person who owns or controls the land on which the mining was occurring, and includes leasehold interests, without regard to whether public or private roads or waterways run through the land.

Section 6. 60.61 (5) (as) of the statutes is created to read:

60.61 (5) (as) An ordinance enacted under this section, that became effective after nonmetallic mineral extraction began at a nonmetallic mining location, and which is more restrictive than the requirements of any ordinance in effect at the time nonmetallic mineral extraction began, or that imposes a new restriction, may not apply to or affect the continued extraction of a nonmetallic mineral from a nonconforming nonmetallic mining location. Such continued extraction from such a location shall be considered an existing use and may not be considered an expansion of a nonconforming use.

SECTION 7. 62.23 (7) (ab) of the statutes is renumbered 62.23 (7) (ab) (intro.) and amended to read:

62.23 (7) (ab) *Definition Definitions*. (intro.) In this subsection "nonconforming:

2. "Nonconforming use" means a use of land, a dwelling, or a building that existed lawfully before the current zoning ordinance was enacted or amended, but that does not conform with the use restrictions in the current ordinance.

Section 8. 62.23 (7) (ab) 1. of the statutes is created to read:

62.23 (7) (ab) 1. "Nonconforming nonmetallic mining location" means land on which nonmetallic mining was occurring at any time during the 365 days before nonmetallic mining became a nonconforming use, including land that is contiguous to such land if the contiguous land is under the common ownership or control of the person who owns or controls the land on which the mining was occurring, and includes leasehold interests, without regard to whether public or private roads or waterways run through the land.

Section 9. 62.23 (7) (hs) of the statutes is created to read:

62.23 (7) (hs) Nonmetallic mining. An ordinance enacted under this subsection, that became effective after nonmetallic mineral extraction began at a nonmetallic mining location, and which is more restrictive than the requirements of any ordinance in effect at the time nonmetallic mineral extraction began, or that imposes a new restriction, may not apply to or affect the continued extraction of a nonmetallic mineral from a nonconforming nonmetallic mining location. Such continued extraction from such a location shall be considered an existing use and may not be considered an expansion of a nonconforming use.

SECTION 10. 66.0416 of the statutes is created to read:

66.0416 Local regulation of nonmetallic mining and related activities.

- (1) DEFINITIONS. In this section:
- (a) "Approval" means a permit, license, or other authorization, from a political subdivision, for building or for any other activity related to the transportation of nonmetallic minerals or the processing of nonmetallic minerals.
 - (b) "Nonmetallic mining" has the meaning given in s. 295.11 (3).
- (c) "Nonmetallic mining location" means land on which nonmetallic mining is a lawful existing use, including land that is contiguous to such land if the contiguous land is under the common ownership or control of the person who owns or controls the land on which the mining is a lawful existing use, and includes leasehold interests, without regard to whether public or private roads or waterways run through the land.
 - (d) "Political subdivision" means a city, village, town, or county.
- (e) "Zoning ordinance" means an ordinance enacted or amended by a political subdivision under s. 59.69 (4), 60.61 (2), 60.62 (1), 61.35, or 62.23 (7) (am).

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- (2) LIMITATIONS ON REGULATION. (a) If a political subdivision enacts or amends an ordinance, other than a zoning ordinance, that applies to or affects nonmetallic mining, and that became effective after nonmetallic mineral extraction began at a nonmetallic mining location, and which is more restrictive than the requirements of any ordinance in effect at the time nonmetallic mineral extraction began, or that imposes a new restriction, the ordinance may not apply to or affect the continued extraction of a nonmetallic mineral from a nonmetallic mining location where extraction was occurring at any time during the 365 days before the effective date of the political subdivision's ordinance. Such continued extraction from such a location shall be considered an existing use, and may not be considered an expansion of a nonconforming use.
- (b) 1. Subject to subd. 2., if a political subdivision enacts or amends an ordinance, other than a zoning ordinance, the ordinance may not apply to or affect any of the following:
 - a. An existing off-site nonmetallic mineral processing facility.
- b. An existing off-site transportation facility that is related to nonmetallic mining.
- 2. For purposes of subd. 1., an existing facility includes a facility for which a person has submitted an application for an approval or, if an approval is not required, a facility for which construction activities have commenced before the effective date of an ordinance which would otherwise apply to the facility.
- (c) A political subdivision's ordinance that specifically regulates nonmetallic mining may not affect or apply to any activity other than nonmetallic mining.
 - **SECTION 11.** 84.06 (12) (b) (intro.) of the statutes is amended to read:

84.06 (12) (b) (intro.) No political subdivision may enact or enforce any
ordinance, resolution, or other requirement, including a zoning ordinance enacted
under s. 59.69, 60.61, 60.62, 61.35, or 62.23 may apply, that applies to a borrow site
if all of the following apply:
SECTION 12. 85.193 (2) (intro.) of the statutes is amended to read:
85.193 (2) Exemption from local zoning requirements. (intro.) No political
subdivision may enact or enforce any ordinance, resolution, or other requirement,
including a zoning ordinance enacted under s. 59.69, 60.61, 60.62, 61.35, or 62.23
may apply, that applies to a borrow site or material disposal site if all of the following
apply:
SECTION 13. 85.193 (3) of the statutes is created to read:
85.193 (3) Notice to political subdivisions. Prior to the commencement of any
work at a borrow site or material disposal site, the department shall give notice to
each political subdivision in which the borrow site or material disposal site is located
that the borrow site or material disposal site has been established. In lieu of giving
notice directly, the department may require the transportation project contractor for
the transportation project to give the notice required under this subsection.
SECTION 14. 295.20 (1) (a) 2. of the statutes is amended to read:
295.20 (1) (a) 2. The landowner notifies each county, city, village and town that
has authority to zone the land or in which the land is located of his or her intent to
register the marketable nonmetallic mineral deposit. The notification shall include
the evidence required under subd. 1.
SECTION 15. 295.20 (2) (title) of the statutes is amended to read:

295.20 (2) (title) Limitation on zoning local regulation.

BILL

SECTION 16. 295.20 (2) (a) of the statutes is renumbered 295.20 (2) (a) (intro.) and amended to read:

295.20 (2) (a) (intro.) A county, city, village or town may not by zoning, rezoning, granting a variance, enacting an ordinance other than a zoning ordinance, or other official action or inaction, permit do any of the following:

1. Permit the erection of permanent structures upon, or otherwise permit the use of, any land, while a registration under this section is in effect for that land, in a manner that would permanently interfere with the present or future extraction of the nonmetallic mineral deposit that is located on the land.

Section 17. 295.20 (2) (a) 2. of the statutes is created to read:

295.20 (2) (a) 2. Prevent the extraction of the nonmetallic mineral deposit that is located on land while a registration under this section is in effect for that land.

Section 18. 295.20 (2) (b) of the statutes is amended to read:

295.20 (2) (b) 1. A county, city, village or town may enact an ordinance changing the zoning of that would otherwise be prohibited under par. (a) with respect to land that is registered under this section if mining has not begun on any portion of the registered land and the ordinance is necessary to implement a master plan, comprehensive plan or land use plan that was adopted at least one year before the rezoning enactment of the ordinance.

- 2. A zoning change An ordinance authorized by subd. 1. does not apply to the registered land during the registration period in effect when the zoning ordinance takes effect or during the 10-year renewal period under sub. (4) (e) or (f) if the land is eligible for that renewal.
- 3. A zoning change An ordinance authorized by subd. 1. prevents the registration of the land after the period under subd. 2.

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L	SECTION 19. 295.20 (3) (a) of the statutes is amended to read:
2	295.20 (3) (a) A use of land permissible under <u>a zoning an</u> ordinance in effect
3	on the day before a mineral deposit is registered under sub. (1).
1	SECTION 20. Initial applicability.
5	(1) Preservation of marketable nonmetallic mineral deposits. The treatment
3	of section 295.20 (1) (a) 2., (2) (title) and (b), and (3) (a) of the statutes, the
7	renumbering and amendment of section 295.20 (2) (a) of the statutes, and the
3	creation of section 295.20 (2) (a) 2. of the statutes first apply to ordinances enacted
9	on the effective date of this subsection.

(END)

Barman, Mike

From:

Shovers, Marc

Sent:

Wednesday, February 26, 2014 9:02 AM

To: Cc: Hanaman, Cathlene

Subject:

Barman, Mike FW: Draft review: LRB -4292/1 Topic: Nonmetallic mining, diminishing asset rule

Attachments:

13-4292/1.pdf

Do you know why a PDF copy would not have gone to Ballweg's office? She was the requester, and is listed as the primary email contact, and Jen gets a "carbon copy" as the person who actually submitted the request, but why wouldn't Ballweg have gotten the bill in PDF form also?

From: Rep.Ballweg

Sent: Tuesday, February 25, 2014 5:07 PM

To: Shovers, Marc

Subject: FW: Draft review: LRB -4292/1 Topic: Nonmetallic mining, diminishing asset rule

Hi Marc,

I do not have a jacketed copy for introduction in the Assembly. It shows that Rep. Ballweg was the requester, but the .pdf went to Jen Esser in Sen. Tiffany's office, who is the author of the senate companion LRB 4072/3.

If you have any questions, please call me at 6-8077.

Regards,

Vince Williams

Rep. Ballweg's Office

From: LRB.Legal

Sent: Monday, February 17, 2014 4:21 PM

To: Esser, Jennifer

Subject: Draft review: LRB -4292/1 Topic: Nonmetallic mining, diminishing asset rule

Draft Requester: Rep. Joan Ballweg

Following is the PDF version of draft LRB -4292/1.

Barman, Mike

From:

Barman, Mike

Sent:

Wednesday, February 26, 2014 9:13 AM Shovers, Marc; Hanaman, Cathlene Submitting LRB-4292/1 to Rep. Ballweg

To:

Subject:



Everything looks good on our end (see confirmation e-mails above).

I re-submitted it so they would have their PDF.

MB

Rose, Stefanie

From:

Shovers, Marc

Sent:

Wednesday, February 26, 2014 8:54 AM

To:

Barman, Mike

Subject:

FW: Draft review: LRB -4292/1 Topic: Nonmetallic mining, diminishing asset rule

Attachments:

13-4292/1.pdf

Hi Mike:

Please jacket -4292 for the Assembly and make sure the jacket goes to Rep. Ballweg's office. Thanks.

Marc

From: Rep.Ballweg

Sent: Tuesday, February 25, 2014 5:07 PM

To: Shovers, Marc

Subject: FW: Draft review: LRB -4292/1 Topic: Nonmetallic mining, diminishing asset rule

Hi Marc,

I do not have a jacketed copy for introduction in the Assembly. It shows that Rep. Ballweg was the requester, but the .pdf went to Jen Esser in Sen. Tiffany's office, who is the author of the senate companion LRB 4072/3.

If you have any questions, please call me at 6-8077.

Regards,

Vince Williams Rep. Ballweg's Office

From: LRB.Legal

Sent: Monday, February 17, 2014 4:21 PM

To: Esser, Jennifer

Subject: Draft review: LRB -4292/1 Topic: Nonmetallic mining, diminishing asset rule

Draft Requester: Rep. Joan Ballweg

Following is the PDF version of draft LRB -4292/1.